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ABSTRACT

A planning and study process was undertaken to formulate a new governance system for higher education in Kansas. The research portion involved review of the literature, individual interviews with over 25 decision makers in the state, and consultation with national experts. The work indicated that the state needed to restructure higher education governance. Four recommendations were advanced: (1) development of a Master Plan for higher education; (2) careful and precise definition of "higher education" and involvement of all segments of education in Master Plan development; (3) enabling legislation to permit community colleges and Area Vocational Technical Schools (AVTS) to come under the jurisdiction of the Board of Regents; and (4) consideration of two alternatives for restructuring the governance of higher education. The first alternative would bring Washburn University and the community colleges under the jurisdiction of the Board of Regents with redefinition and merger of certain AVTS components into community colleges. The second alternative would interlock the two existing governing boards with new members forming a joint committee which would oversee community colleges and appoint an executive director for community colleges. A proposed implementation schedule is also included. (Contains 47 references.) (JB)

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A Governance Plan of Higher Education in Kansas 1994

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A Plan for Governance of Higher Education

In Kansas 1994

Prepared

by

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January 1994

TABLE OF CONTENTS

I.	Executive Summary	1
II.	Introduction	3
III.	Policy Analysis and The Jones Institute for Educational Excellence	3
IV.	The Need for Restructuring Higher Education Governance in Kansas	4
V.	Review of the Literature	5
VI.	Results of Personal Interviews	16
VII.	Conclusions	17
VIII.	Recommendations	18
IX.	Master Plans and the Planning Process	24
X.	Summary	30
XI.	Bibliography	32
XII.	Exhibits	35

A Plan for Governance of Higher Education in Kansas 1994

I. Executive Summary

The governance of higher education in Kansas has been the subject of much discussion and study for many years. Many proposals have been advanced for restructuring. None has succeeded.

This plan was launched as a policy analysis consistent with the mission of the Jones Institute for Educational Excellence, The Teachers College, Emporia State University, Emporia, Kansas. It is the work of a sole, independent researcher and is not to be construed as an official position of Emporia State University, or the Kansas Board of Regents.

After an extensive review of the literature, both in Kansas and nationally, individual interviews with over twenty-five key decision makers in Kansas, and consultation with national experts, it was concluded that there is indeed a need for restructuring higher education governance.

In this analysis four recommendations are advanced:

1. The State of Kansas should immediately begin developing and preparing a Master Plan for higher education.

2. The Master Plan should be for higher education only with careful and precise definition of what constitutes "higher education." All segments of education should be included in the process. Subsequent launching of a Master Plan solely for elementary and secondary education should take place some time after this plan is completed.

3. Enabling legislation should be enacted to permit one or more community colleges and Area Vocational Technical Schools (AVTSs) the opportunity to come under the jurisdiction of the Board of Regents.

4. Alternatives for restructuring the governance of higher education should be seriously considered as part of the Master Plan development. Two alternatives are proposed:

Governance Alternative A: Place Washburn University and the community colleges under the jurisdiction of the Kansas Board of Regents. This assumes redefinition and merger of certain AVTS components into the community colleges where they do not already exist.

Governance Alternative B: Interlock the two existing governing boards with new members, forming a joint committee with the new members and chairs of the two boards. This committee would be responsible for overseeing the community colleges and would appoint an executive director for community colleges.

Recommendations for establishing the organizational structure to carry out the development of the Master Plan are also proposed. An action agenda with a specific timetable is recommended to continue the momentum of this Plan:

1994	
January	**Announcement of Plan at Regents and legislative meetings.**
February	**Enabling legislation introduced (sponsor to be selected). Agreement reached on proceeding with Master Plan (both boards).**
March	**Master Plan structure completed; enabling legislation adopted.**
April	**Launching of Master Plan and governance plan development.**
1995	
May	**Approval of Master Plan Years 1995-1999 by Regents, KSBE; legislation on governance restructuring adopted.**
July	**Begin to implement Master Plan Years 1995-1999 under new governance structure.**
1998	
July	**Begin evaluation of 1995-1999 plan; develop process for 1999-2003.**
1999	
May	**Approval of Master Plan Years 1999-2003 (both boards).**
July	**Begin implementation of Master Plan Years 1999-2003.**

New and different recommendations made in this analysis and plan include the following:

1. enabling legislation rather than a constitutional amendment,
2. developing a Master Plan solely for higher education,
3. specifying an organizational structure to carry out such a plan,
4. separating vocational from technical education,
5. interlocking the two state boards.

It is with optimism that these new and different approaches are presented to the decision makers of Kansas; with the hope that the recommendations will be pursued; and that desired change sought for many years will be realized.

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A Plan for Governance of Higher Education in Kansas

II. Introduction

The structure of governance for Kansas higher education has been the focus of many studies, much debate, numerous proposals, and heavy criticism for many years. Even at this writing, bills are being prepared for legislative action once again on fragments of the issue, including the funding of community colleges and the merger of area vocational technical schools, two of the hottest pressure points.

The author was asked to undertake the assignment to provide a "fresh, new, outside look" into governance as his major project while in residence as the Jones Distinguished University Professor for the Fall Semester 1993 in the Jones Institute for Educational Excellence, The Teachers College, Emporia State University.

Clearly announced at the very beginning to all involved was the stand that the study and its recommendations were not to be understood as official positions of either Emporia State University, or the Kansas Board of Regents. This understanding insured the independence of the study.

III. Policy Analysis and The Jones Institute for Educational Excellence

The Jones Institute for Educational Excellence has conducted a number of policy analyses following a reliably tested approach which includes using specific, guiding questions in analyzing an existing policy.

Accordingly, the analysis was guided by questions asked under the following headings, taken from "Policy Analysis and the Jones Institute for Educational Excellence":

Existing Policy

1. The original need for the policy
2. The leadership for the development of the policy
3. The implementation of the policy
4. The effects of the policy
5. The future of the policy

The policy study herein pertains specifically to the governance of higher education in the state of Kansas. This is a departure from past studies which included all of education, beginning with preschool through graduate education. The refinement and focus solely on higher education was determined at the outset on the assumption that, after a credibility check through review of the literature and completion of some twenty-five interviews, a great deal of confusion could be eliminated by separating the issues. It was hoped that perhaps a separate, newly defined scenario would accelerate any desired changes to be made as a result of this analysis.

Higher education needs to be governed, one way or another. Each state in the country has a governance structure of some kind. The types in existence will be treated extensively throughout this paper. Since Kansas is our focus, documents tracing the evolution of higher education governance in the State are cited herein.

The policy of governance of education in the State of Kansas is quite clear. Constitutionally, the Kansas State Board of Education has jurisdiction over preschool and elementary and secondary education, commonly defined as K-12. It also has jurisdiction over the community colleges and area vocational technical schools (AVTSs). The school districts and the community colleges all have local boards while the AVTSs come under three different arrangements: some are within community colleges, others are part of local school districts, and some are free standing.

Since 1925, the six state universities have been governed by The Kansas Board of Regents. Therefore, there are two distinct, authorized governing boards for public education in Kansas.

Notwithstanding the importance of Washburn University which will be discussed later, the independent colleges and universities, which will be referenced; and the parochial schools and proprietary institutions, which will not be addressed, this study will deal with these two boards only, which focus solely on higher education as defined and explained herein.

For purposes of identification, "higher education" will be ascribed in Kansas to the six state universities; Washburn University, the only remaining municipal university in the country; the independent four-year colleges and universities; and the nineteen community colleges. The area vocational/technical schools will be identified as AVTSs. Kindergarten through the twelfth grade will be identified as elementary and secondary education.

IV. The Need for Restructuring Higher Education Governance in Kansas

A number of current and persistent pressures have been cited for the need to reorganize the governance of higher education in the State of Kansas. These include:

1. The continuing scarcity of financial resources to meet the needs of the present system.

2. The perceived unequal distribution of financial resources among all of the institutions of education.

3. The perceived unnecessary duplication of programs and institutions.

4. The increasing focus on productivity and accountability.

5. The lack of a unified advocacy for education as a whole.

6. The lack of a unified advocacy for higher education. (This issue pertains mostly to whether or not the community colleges should come under the Board of Regents.)

7. The lack of a unified advocacy for vocational/technical education.

8. Confusion as to the definition of "vocational" education versus "technical" education and where each belongs.

9. The continuing controversy as to whether Washburn University should become a state university under the jurisdiction of the Board of Regents.

10. The inability of the two existing boards to resolve "turf" battles between and among educational institutions and their constituencies.

11. The absence of a Master Plan for education (Neither public board, separately or together, has a plan, nor do the community colleges, AVTSs or the independent colleges and universities).

Proposals and legislation have been advanced in numerous, mostly unsuccessful, efforts over the past twenty-one years. The 1972 report of the Master Planning Commission which was authorized by the legislature, was used as the benchmark for this study. Among the major considerations were the following:

1. A third board with authority over the community colleges.

2. A third board with authority over the AVTSs.

3. A "superboard" with authority over all of education.

4. Transfer of the community colleges to the jurisdiction of the Board of Regents.

5. Creation of technical colleges, or colleges of technology free standing, affiliated with or becoming a part of the community colleges and/or the Regents universities.

6. Merger of the community colleges and/or AVTSs with the Regents universities to create a regional system.

7. Establishment of the position of secretary of education, reporting to the governor, to coordinate all of education.

8. Accepting Washburn University into the Regents system as a continuing state-assisted or a fully state-supported institution.

9. Restructuring the financial support of all institutions, including eliminating the "out district" tuition policy relating to community colleges; equalizing state funding for the community colleges and separately for the AVTSs; and adding a state-wide mill levy for the community colleges.

V. Review of the Literature

The issue of governance in higher education seems to be ever present in a number of states. Since Kansas has been struggling with this matter for many years due to one reason or another, the writer anticipated correctly that there would not be a dearth of studies, reports, and other documentation that dealt with the subject. Within a matter of days, Kansas educational and governmental officials made available numerous reports that were completed within the past twenty-one years (1972-93). Additional reports from Kansas and other states were also obtained throughout the study.

Kansas

On September 22, 1993, a meeting of the joint committee of the Kansas Senate and House of Representatives known as the Legislative Educational Planning Committee was held. Chaired by Representative Cindy Empson of Independence, the Committee met with members of the Kansas Board of Regents, Kansas Board of Education, Washburn University Board of Regents, and representatives from the institutions of higher education in Kansas.

The relevant agenda item was whether or not a Master Plan for Kansas postsecondary education was necessary. In the extended discussion, governance and finance were prominent among the reasons for such a plan.

Among the comments made during the three hour meeting were the following:

1. "We have been studying these matters to death. There are at least twenty studies collecting dust. Why do we need the twenty-first?"

2. "We can't begin to address governance without determining our financing plan for the future."

3. "Who has the authority to decide what to do, what it will cost?," and,

4. "If matters aren't agreed upon, we legislators will be voted out of office and everyone is going to lose something."

Many positive comments were made during the meeting, but frustration was clearly in evidence with respect to the way Kansas postsecondary institutions were organized, financed, and governed.

Earlier in 1993, on February 15, Dr. Donald Wilson, President of Pittsburg State University, one of the six Kansas Regents institutions, submitted his "Kansas Higher Education Governance Plan" that called for the mergers and consolidations of the nineteen community colleges, fourteen area vocational technical schools, Washburn University and the six Regents universities into nine entities, all under the governance of the Kansas Board of Regents. Wilson stated, "The goal of this plan is to establish a governance plan for Kansas higher education that will create a state-wide system, including all elements of higher education, under the direction of the Kansas Board of Regents. This will maximize the quality and responsiveness of higher education and will meet the postsecondary educational needs of economic development initiatives for the 21st Century." Wilson further stated that among its advantages it "limits the span of control problems by merging some institutions on a local/regional basis and recognizes that some institutions (University of Kansas, Kansas State University, Wichita State University, Johnson County Community College, and Kansas City Community College) have missions different from those of the three regional universities." (p. 5-6)

Also in February of 1993, Dr. Charles E. Krider, Professor of the University of Kansas proposed merging the area vocational technical schools into the community colleges where possible, or restructuring them into colleges of technology.

Later, in July of 1993, Charles R. Warren, President of Kansas. Inc., in his paper "A Kansas Vision for Work Force Training," emphasized this objective:

> Restructure the relationship between area vocational technical schools (AVTSs), community colleges, and the Regents universities to create a new system of governance, finance, and organization. (p. 4)

Warren specifically proposed the establishment of a new system of "colleges of technology." In order to carry out the economic development strategy that would make Kansas businesses more competitive globally with an internationally competitive, highly skilled work force, he stated:

> The existing collection of postsecondary institutions does not constitute the state-wide system of professional and technical education that we require to meet the goals of our strategy. We need a state system of "colleges of technology" that can only be created by merging the existing community colleges and area vocational technical schools and establishing alliances with the Regents universities. (p. 4)

During the summer of 1993, two summaries prepared by the Kansas Legislative Research Department (June 16 and June 29, 1993) up-dated the status of postsecondary education in Kansas, and the major recommendations of past studies to reorganize postsecondary education in the State since 1972.

Six months earlier on December 1, 1992, the Kansas Board of Regents Staff Paper titled "The Governance and Coordination of Postsecondary Education: Issues and Alternatives for Kansas" stated:

> The Kansas Board of Regents formally adopted a position on the governance and coordination of Kansas post-secondary education in February of 1991 when it approved the document "Constructing Partnerships in Kansas Higher Education." "Constructing Partnerships" called for the Board of Regents to assume elements of governing authority for the nineteen community colleges and recommended that the Regents assume a wide range of responsibilities pertaining to the coordination of Kansas higher education. (p. 1)

This action by the Regents was an immediate response to the recommendations of the "Governor's Commission on Reform of Educational Governance," which was established by former Governor Mike Hayden in September, 1990. The report of the Commission, chaired by Richard Peckham of Andover and issued in December of 1990, recommended the creation of a third state-wide governing board which would have responsibility for the nineteen public community colleges.

Earlier, in the fall of 1990, the Legislative Joint Committee on Economic Development recommended similar action. These two reports caused the Board of Regents to "vigorously oppose" a third board and suggested instead that the Board of Regents assume responsibility for the community colleges.

The December 1992 Regents staff paper went on to summarize proposals for change in Kansas postsecondary education prompted both by governors and legislatures starting in 1965 and focusing on House Bill 2102 which passed in 1987 providing for the supervision of the community colleges and Washburn University by the Regents.

Referred to as the State's de facto 1202 Commission, the Legislative Educational Planning Committee, the concept of the Regents assumption of community college supervision motivated the Regents and State Board of Education to form the Joint

Committee on Governarce which began to meet to discuss issues of mutual concern.

The Regents staff paper summarizes four proposals including "Constructing Partnerships," "Regionalizing Community College Governance and Finance," "WestKan Educational Services," and "The University of Western Kansas." Similarities and differences among the four proposals were advanced. Also, general reference was made to other states, essentially defining the difference between governance and coordination:

> The distinction between coordination and governance issues is important because states often try to solve coordination issues with governance alternatives and vice-versa. A critical issue for Kansas is whether postsecondary education is in need of changes in governance, coordination, or both? (p. 10)

The report's major focus came in the form of developing alternatives to "Constructing Partnerships in Higher Education." It states that "a reorganized proposal...will benefit from detailed analysis and discussion of the major problems (of) the existing system...(it) should answer the question what is wrong with existing postsecondary governance...A clear articulation of problems will ensure that governance and coordination issues are appropriately addressed by governance and coordination alternatives." (p. 12) It further calls for clear indication of what would be achieved by restructuring governance.

After advancing four current, persistent pressures driving reform, the report concludes that "a consensus for change is most likely to be stimulated by a proposal which is responsive to the major pressures for reform." The specific pressures were unified advocacy, equalization of funding, out district tuition for community colleges, and calls for increased efficiency, productivity, and elimination of unnecessary duplication.

Dr. Lee Droegemueller, Commissioner of Education, in his "Position Paper on Community Colleges" presented to community college trustees, December 2, 1992, warned:

> For the first time since the explosive growth in enrollment of community colleges in the 1960s and 70s, community colleges are forced to deal with severe fiscal restraints affecting both the number of students and the quality of courses delivered. As assessed valuation drops, enrollments increase, and state support is steady to decreasing, the burden of the costs fall upon local taxing districts...the future looks bleak for some community colleges.
>
> Already, the restructuring of vocational schools...is underway...The role of community colleges and their relationship to the new vocational technical colleges is going to require a new plan for postsecondary education.
>
> Kansas must address the new needs of business and manufacturing and the new skills of its workforce to be lifelong learners, if it is to be productive and competitive...The state is faced with (1) a statewide system with little local control or (2) a regional system which can address both individual and community needs, business and manufacturing needs, and be regionally stronger economically. To do nothing is to cause slow death for some institutions and does not put forth the strongest effort for Kansas economy and its citizens." (p. 32)

The Commissioner, in the KSBE's "Kansas Training and Retraining Plan" (May 1991, revised November 1992) advanced several "potential strategies" for implementing the plan, including changes in legislation for the funding of community colleges; redefining the role of the community colleges to include partnerships with universities for research in economic development; and a study developed by community colleges and the universities assessing the need for comprehensive technical programs.

Dr. Thomas E. Gamble, President of Dodge City Community College, in his 1992 "Considerations for Governance of the Kansas Community Colleges" proposed "a new kind of regional community university" such as the University of Western Kansas, which he outlines and which could be adapted to other regions in the State. As an alternative to ..."the slow strangulation of community colleges...unto death," he suggests:

1. a state-wide mill levy for the community colleges to remove the out-district payments and improve state wide funding,

2. 45% state funding for each community college, and

3. significantly enhanced leadership for the community college sector at the KSBE level by the appointment of a deputy commissioner for community colleges (p. 3)

Gamble concludes his paper: "A state-wide higher education system including the community colleges under the management of the Board of Regents may be a concept whose time has come in Kansas."

Dr. Robert Glennen, President of Emporia State University advanced to the Kansas Board of Regents Presidents Council, of which he is a member,"Restructured Governance of Education: Selected Policy Recommendations," in January 1991. Glennen said, "Unfortunately, few, if any options exist under current constitutional authority. It is clear that any new instrumentalities for governance of postsecondary institutions must first be authorized by amending our current constitution, more specifically Article VI." With such an amendment, Glennen also advocated "the Regents assuming control of the community colleges, clear coordinating and cooperative arrangements with Washburn, a nine member State Board of Education, reciprocal memberships on both boards, and a cabinet-level position reporting to the Governor to enhance coordination among all agencies involved in educational efforts in the State." Glennen ended his statement calling for bold and decisive action by the Governor and the Kansas Legislature to bring about a more responsive governance structure to "advance the educational well being of the citizens of the State, the stewardship of scarce resources, and the advancement of the economic health of the State." (p. 9)

Glennen's proposals were also in response to the Peckham Commission's December 1990 report. Appointed by Governor Mike Hayden, Richard J. Peckham chaired the commission which advanced ten recommendations, including continuation of both existing education boards, amending the constitution to permit establishment of additional boards, and creating a cabinet level secretary of education.

The most comprehensive and exhaustive study reviewed was the "Report on the Governance of Postsecondary Education" prepared by H. Edward Flentje, the director of the Hugo Wall Center for Urban Studies, Wichita State University, December 1986. Flentje and his assistants meticulously chronicled all known studies and actions relevant to governance in Kansas since 1960. The ninety-five page report candidly declares

governance:

- is diffused constitutionally between executive and legislative authorities,
- is fragmented and decentralized in the public sector among forty-three governing bodies and administrative structures,
- provides no assignment of executive authority for functions critical to the overall governance and coordination of postsecondary education,
- provides for strong advocacy of separate institutional interests...and weak advocacy of state interest...(which) is weakened by virtue of insufficient staffing, limited, or unclear authority, partial jurisdictions, or political constraints. (p. 4)

Flentje further states that decision making "is characterized by muddling"...Master Planning is largely nonexistent and "these voids in state-wide vision encourage increased competition for resources...and fuel on-going battles over educational turf."

> In this continuing contest for augmented resources and authority, institutional interests drive decisions concerning the governance and financing ...In the absence of state guidance, ...institutional demands...are forcefully advocated before the governor and the legislature. These political...have few means against which to test the merits of institutional proposals and within the limits of available resources most often respond favorably to them. (p. 7)

And, even stronger, Flentje says:

> ...state action proceeds in small steps. Responses to demand for improvement are partial and often temporary. The status quo is preserved; budgets ooze forward year to year. Proposals calling for major change are deferred. Dramatic steps in any direction are rarely taken. Incrementalism characterizes decision-making. Public policy...muddles forward. (p. 7)

Flentje offers five options for revising governance:

1. doing nothing,
2. giving the two boards specific assignments to improve education,
3. creating a council for postsecondary education,
4. consolidating all postsecondary education under the Regents, and
5. revising the constitution where the "possibilities for constitutional revision are numerous." (p. 7)

In Kansas Policy Choices, another major work edited by Flentje in 1986, Herman D. Lujan proposes numerous changes in both governance and finance of education in Kansas.

A most compelling and interesting report was written by the Master Planning Commission in December of 1972. "In Postsecondary Educational Planning to 1985," the

Commission, chaired by Wilbur T. Billington and reporting to Senator Joseph C. Harder, Chairman of the Special Committee on Education Master Planning, recommended the following:

1. A permanent independent state planning agency.

2. A state management agency for all postsecondary education.

3. Abolishment of the Board of Regents.

4. Individual boards of trustees for the six state universities (then, three universities and three state colleges).

5. Appointments to all boards and commissions with staggered terms, bipartisan, and geographically representative.

6. Combination of existing dual system of vocational technical schools and community junior colleges into a streamlined and integrated network of comprehensive two-year colleges, including mergers of several combinations of institutions.

7. Termination of authority over vocational technical schools and community colleges held by the State Board of Education immediately.

Several of these recommendations needed constitutional amendments which the Commission advocated.

Conclusion

Clearly the literature relevant to governance of postsecondary education in Kansas reveals dissatisfaction with the present system. Some specific proposals to correct perceived deficiencies were advanced, but the ever present question of "How do we get there from here" has been left unanswered.

Other States

Several timely documents were published within weeks of launching this policy analysis.

Marian Gade's special report for the Association of Governing Boards, Four Multicampus Systems: Some Policies and Practices That Work, 1993, highlights the Kansas Board of Regents system as one of the four. This raises an interesting question: if a nationally renowned expert on higher education organization and administration believes the Kansas model is exemplary, should it be changed?

Another important document which contributes a great deal to this study is the annual Almanac Issue of the Chronicle of Higher Education dated August 25, 1993. The Chronicle summarizes the status of higher education in each of these states.

Thirteen states were noted as having recently experienced changes in governance of higher education, ranging from those now in place to emerging proposals. The following encapsulates such changes.

Alaska

In 1987, the community colleges were merged into the University of Alaska System.

Arkansas

In 1991, fourteen of the State's twenty-four vocational technical schools were elevated to college status to offer college level and associate degrees by 1997. In 1992-93, four technical colleges merged with nearby community colleges and branches of state universities. The five remaining were approved to offer associate degrees. The Arkansas Board of Higher Education oversees all thirty-one public institutions: ten new technical colleges, eleven community colleges, ten, four year universities, Arkansas State University, and five campuses of the University of Arkansas System.

Colorado

In April of 1993 proposed legislation for a "superboard" failed but is expected to reemerge. This proposal would merge all institutions and reduce the Commission on Higher Education from a coordinating body to advisory status.

Connecticut

In 1989, Connecticut merged systems of public two-year colleges into a single board of trustees of technical and community colleges. Retained were the separate boards of the University of Connecticut, four institutions under the Connecticut State University System, and a coordinating board of governors for higher education.

Hawaii

A 1993, effort to form Hawaii State University at Hilo, separate from the University of Hawaii, failed.

Idaho

A 1993 Supreme Court decision blocked splitting the Idaho Board of Education into two boards, one for elementary-secondary and one for higher education, retaining the "superboard" status that is in the Idaho constitution.

Illinois

The present five separate governing boards were proposed for elimination, creating a separate board for each institution in the state reporting to the state higher education board. Also, this proposal shifted Sangamon State to the University of Illinois. The proposal failed by one vote.

Louisiana

In 1992, Louisiana was ordered by a judge to establish a superboard to replace existing boards. Also, a network of community colleges was ordered to be created. Although the education establishment defeated this action, it was by a narrow margin and is expected to resurface in 1994.

Maryland

In 1988, all institutions of higher education, except the community colleges, were merged into the University of Maryland System. At the same time the Maryland Higher Education Commission was established to set broad policies for all private and public institutions and community colleges.

Massachusetts

After two years with an interim chancellor, in 1993 Massachusetts appointed Dr. Stanley Koplik as its Chancellor for the Massachusetts Higher Education Coordinating Council which oversees the five campuses of the University of Massachusetts, seven state colleges, fifteen community colleges and the Massachusetts College of Art and Maritime College. Dr. Koplik served eleven years as the Executive Director of the Kansas Board of Regents.

Minnesota

In 1991, a law merged sixty-two technical colleges, community colleges and state universities into one system effective in 1995. A repeal effort lost for the second time in 1993. An interim chancellor is overseeing the merger and a joint house senate committee is monitoring its progress until a new governing board is appointed.

Montana

Montana is in the process (1993) of possibly eliminating the position of the commissioner of higher education and merging three regional colleges with the University of Montana and Montana State University. The Board of Regents controls all higher education in the state, including vocational technical centers, and has partial control of the community colleges.

Georgia

In a separate article on October 20, 1993, The Chronicle reported that a committee of the Georgia Board of Regents began to study whether restructuring its university system will lead to more efficient operation in the state's two- and four-year colleges.

Davis Study

William E. Davis, in his September 1993 version of "Governance and Coordination of Public Higher Education in the Fifty States," says:

> In times of economic hardship in our respective states, legislators and educators often search for ways and rationale to trim costs and control expenditures...one of the suggestions...is to reorganize the governance of higher education on the theory that by better management the state could get more for less from its public institutions.
>
> In casting about for a perfect governance model in American higher education, however, one is hard put to find a structure that stands out as the epitome of operational efficiency and effectiveness. The fifty state higher education structures are as varied as the people and areas they serve, reflecting the

sometimes conflicting desires for local autonomy and control and management, or, more happily, some kind of balance between the two. (p. 4)

Davis also describes some basic patterns in a somewhat confusing national matrix. His study reveals the following:

- Thirty-one states have a centralized state-wide governance structure.
- Twenty-four of the 31 have a single governing board.
- Seven of the above states have two state-wide boards.
- In decentralized modes, 17 states have separate governing boards for one or more multicampus systems and/or individual institutions.
- Two of the above have a separate governing board for each institution.
- Sixteen states have a state-wide system of senior public institutions governed by a single board and headed by a chief executive officer (9, chancellor; 6, president; 1, commissioner).
- Eight states have a single state-wide board for senior public institutions, but have no line chief executive officer responsible for the direct management and administration of the systems, the presidents of the campuses within the systems reporting directly to the board. These boards usually have an executive director. These executives, without accountability for the campuses (the presidents are), by design do not involve themselves materially in campus matters.

These states are:

Arizona	North Dakota	South Dakota
Kansas	Idaho	Iowa
Rhode Island	Utah	

Seven states have senior institutions organized into two systems:

California	New York	Connecticut
Tennessee	Minnesota	Vermont
Nebraska		

Seventeen states have one or more multicampus systems, each governed by its own board. Nine have no chief executive officer. All of the others have either a chancellor (6) or president as the chief executive officer of the system or institution.

Two states, Washington and Delaware, have no state-wide system or multicampus systems. Each institution has its own board and president.

Only one state, Idaho, has a single superboard over all of education, elementary, secondary and higher.

In his analysis, Davis further states, "Clearly, factors other than governance influence excellence. Level of funding, as measured in state appropriations per student or faculty salaries, has a higher correlation to excellence than does governance structure. On the other hand, many factors influence the organization of the governance process, such as the size and configuration of the state, geographic features (accessibility), total population and concentrations of population, economic centers of power, historical developments and the traditional and political culture of the state." (p. 8-9)

A governance system should primarily "... ensure fair and effective decisions... make maximum efficient use of available resources... the best balance between educational access and educational excellence," according to Davis. Finally, he believes "...in the end, state by state, the system of governance boils down to preference, judgement, and choice." (p. 8-9)

Another recently completed work is Shared Visions of Public Higher Education Governance Structures and Leadership Styles That Work. This publication of the American Association of State Colleges and Universities with support from the American Council on Education reports on the study of another four systems: Pennsylvania State System of Higher Education; University of Maine System; Tennessee and Ohio. In summarizing effective governance structures, the authors state:

> "Lay board members understand their roles...They are articulate advocates for higher education's aspirations and achievements, and they respect the office of the college and university presidency."
>
> "...boards...work together well; their shared vision and desire to do their jobs well transcend all differences."
>
> "...paid ...system heads are sensitive to (individual) institution(s')vision and needs...support the (presidents)."
>
> "...presidents...are key...accountable when given tools...not treated as 'branch managers'."
>
> "Communication...is open, ongoing, and honest...among boards and officials... allies....mutual respect, even during disagreements."
>
> "Accountability...essential...if given authority."
>
> "Institutional autonomy...identity...diversity...respected."
>
> "If higher education has been reorganized, the structure is perceived better than what preceded it, stable, accepted, and understood...Sufficient time has been allowed for the transition to occur and for the new structure to operate effectively before any further modifications are undertaken." (p. 7-8)

And finally, the authors, on organization and structure, advise "Before major structural changes are undertaken -- often at great cost -- policy makers may find evaluation of the current organization and efforts to work with it to be the most profitable strategy. Problems may stem more from personalities than from structure."

VI. Results of Personal Interviews

During September and October of 1993, personal interviews were held with Board of Education and Board of Regents members; the acting executive director of the Regents and members of his staff; the commissioner of education and members of his staff; university and community college presidents; area vocational/technical school directors; the governor's chief of staff; legislators; executive directors of the community college and vocational educators associations; newspaper publishers, editors and editorial writers; authors of studies and reports; and chairs of study commissions and committees.

Need for Restructuring Governance of Higher Education

In an informal and open conversational atmosphere each person interviewed expressed that there was indeed a need for restructuring governance of higher education in Kansas.

Reasons for Restructuring Governance

Each person individually offered reasons for the need. Although expressed in different ways and from different perspectives, the pressures listed above which were gleaned from the literature were repeatedly given as the reasons for desiring change in the structure of governance.

Each admitted, in spite of a lack of action on governance changes and the problems and pressures which existed in Kansas, the State has lived up to its outside reputation as a steadily evolving society, reflected in its educational institutions. Quality and progress are present and growing, albeit not in dramatic or quantum leaps.

Satisfaction with this state of affairs was not necessarily obtained. All in leadership roles indicated dissatisfaction with the status quo. They expressed a desire for more vigorous and dynamic approaches to the solution of the State's problems in education. Indeed, the desire for a "champion" to emerge in one of the influential positions of leadership was a theme that resulted from each discussion.

What to Do and How to Proceed

Most of the past proposals for change listed above again were advanced in one form or another, seldom alone, but most often in combination with other possible solutions. However, a number of the past, unsuccessfully suggested actions were nearly unanimously rejected. They were the following:

1. A "superboard" for all of education.
2. A third board for community colleges.
3. A third, or fourth, separate board for the AVTSs.
4. A secretary of education reporting to the governor and coordinating all of education.
5. Washburn University being "taken private."
6. Washburn becoming a "branch campus of a Regents university."

7. Washburn being closed.

8. Community college boards being abolished and members serving in advisory roles only, regardless of where the community colleges would be placed jurisdictionally.

Two additional approaches were discussed with each person interviewed by asking questions in regard to enabling legislation and a master (strategic) plan.

Enabling Legislation

If enabling legislation were enacted by the Legislature, would you favor the opportunity for each community college to explicitly and formally request approval to come under the jurisdiction of the Regents, either solely or together with one or more community colleges?

This suggestion was positively received by nearly everyone interviewed. Each suggested that this approach could indeed be "more palatable" than attempting to put all of the community colleges under the Regents with one legislative action, heretofore suggested, but continually rejected.

Master (or Strategic) Plan for Higher Education

Even though some positive attempts have been made toward a strategic plan, specifically the mission statement process the Regents recently completed, a true, comprehensive Master Plan or strategic plan has never been developed for education in totality or segmentally (higher education separately from K-12; or community colleges; or AVTSs).

Would you favor a planning process that would involve all segments of higher education, focusing on a clearly defined higher education plan, and including academic financial, physical facilities, human resources, student services, and other categories in which the colleges and universities, and AVTSs, are involved, with governance alternatives emerging from such a plan?

Again, after thinking and talking through such a planning process and product with a planning organizational structure being all inclusive, directed from within the State, but using outside consultants for their specific expertise in selected areas, was again positively received.

These two specifically focused approaches, in concert with the delineation of higher education distinct from K-12, are the major new contributions this study offers the State of Kansas toward the resolution of the question of governance and the formulation of alternatives from which all pertinent decision makers, primarily the two boards and the legislature, can choose to bring about a more dynamic higher education system, academically and financially; determining the physical facilities, human resources, student services and other programs needed in the years ahead and how those programs will be delivered.

VII. Conclusions

After reviewing the extensive literature on the subject and interviewing over twenty-five individuals prominent among their constituencies and in decision-making positions, the following conclusions were reached:

1. There is a clear need for restructuring governance of higher education in the State of Kansas.

2. There is a need for enabling legislation which would permit one or more community colleges and/or AVTSs to request and be granted the opportunity to come under the jurisdiction of the Kansas Board of Regents.

3. There is clearly a need for a comprehensive Master Plan for higher education.

4. There is clearly a need to define higher education in more precise, acceptable language. This need extends to the universities, community colleges, and particularly to the distinction between vocational and technical education.

VIII. Recommendations

Recommendation One: The State of Kansas should develop and prepare a Master Plan for Higher Education

1. The State of Kansas should create a Master Plan for Higher Education. The Kansas Board of Regents and the Kansas Board of Education should immediately take responsibility for developing the plan with action such as that recommended in this "Plan."

No legislative action is required to undertake the development of a Master Plan since each board already has responsibility for planning and authority over the institutions which are the primary focus, notwithstanding the "local control" principle in effect with the community colleges and AVTSs.

It is recommended that appropriate consultation be done with key committees and members of the Legislature and the Governor's office before commencing the plan and continuing throughout the course of the plan. The Legislative Educational Planning Committee and the education committees of both the House and the Senate, at a minimum, should be brought into the process consultatively so that when major legislation or decisions need to be made to implement the plan, communication and understanding will have enjoyed lead time and success would more likely be attainable. Also, gubernatorial (executive) consultation is essential and should be pursued.

Some time after the Plan is completed and both the Regents and KSBE separately and together approve the Plan formally, approval or acceptance should be obtained from both branches of government in order to celebrate its coming into reality, providing the springboard for moving the State ahead. Optimally, future and continual reference will give the Plan enhanced credibility.

Recommendation Two: The Master Plan Should Be Developed for Higher Education Only

The Master Plan should be developed for higher education only and should include the Regents universities, the community colleges, and the AVTSs. At some future date, a separate pre-school through grade 12 Master Plan should be considered with the KSBE again taking charge to initiate deliberation and concentration on elementary and secondary education apart from higher education. Absence of such a focus should not deter the Master Plan for Higher Education from going forward.

It is suggested that the KSBE be a major player in this planning, with the commissioner as the co-director and the KSBE chair of the board as the co-chair of the Master Plan Steering Committee. Deliberation on K-12 education as it relates to higher education will be treated seriously, such as teacher education in the universities and its effect on the elementary and secondary schools of Kansas.

This approach does not violate the "seamless system" concept being vigorously advocated by many, but enhances its attainability.

Recommendation Three: Enabling Legislation Should Be Prepared and Enacted to Permit One or More Community Colleges and AVTSs the Opportunity to Come Under the Jurisdiction of the Kansas Board of Regents

The planning process notwithstanding, enabling legislation to permit one or more community colleges (or the AVTSs) to join the Regents system, if desired, should be studied carefully, drafted, and moved forward to a decision point. The planners may decide to fold such legislation into the Master Plan or the planning process. This alternative should not be viewed as procrastination, particularly if it is deemed to be in the best interests of the State.

Other Legislation in Process: Community College Funding

This recommendation extends to other legislation that is in process, such as community college funding. If a proper funding package can be agreed upon before the culmination of the Master Planning process, it could accelerate the attainment of other desirable goals and objectives. A funding plan across the board should be formulated, in any event, as a major component of the Master Plan.

"Technical Colleges" and "Colleges of Technology"

Legislation being prepared to move the AVTSs more in concert with national trends, that is, providing a clearer distinction between what is defined as vocational education and what is considered technical education, should be permitted to proceed.

The additional wishes of the AVTS leadership in the state, that is consideration of technical schools as technical colleges, is also worthy of movement forward. These positive steps can only help in the clarification of educational missions and governance. Furthermore, it will accrue to the ultimate benefit of the students, communities, taxpayers, business and industry, and economic development.

Finally, proposals for "colleges of technology," placed within appropriate four-year institutions, are serious and worthwhile and should be likewise pursued.

Recommendation Four: Alternatives for Restructuring the Governance of Higher Education Should Be Seriously Considered as Part of the Master Plan Development

As the Master Planning process takes shape, a specific "Governance Committee" should begin to work on what should be a major focus of the "Kansas Master Plan for Higher Education 1995-1999" (title suggested to set the stage for entering the twenty-first century, with an updated plan to begin with the year 2000).

The following alternatives for reorganizing the governance structure of higher education are proposed for consideration, perhaps among others that will emerge during the process of developing the Master Plan.

Governance Alternative A

Place Washburn University (with certain conditions), and the community colleges under the jurisdiction of the Kansas Board of Regents. This assumes redefinition and merger of certain AVTS components into the community colleges where they do not already exist and other possible arrangements discussed below.

Community Colleges

Alluded to earlier was a major recommendation to prepare and enact enabling legislation to permit one or more community colleges to voluntarily seek merging with a Kansas Board of Regents institution, if they so desire.

The likelihood of an immediate, complete and whole merger of the community colleges with the Regents system is remote because of political and other considerations presently in existence. As a more "palatable" and even well argued democratic approach to achieving desired goals and objectives through reorganization of governance, it is recommended that enabling legislation be enacted and individual community colleges (and AVTSs) be given the right to pursue such mergers with the Regents on a case by case basis with conditions to be negotiated between and among the parties involved. This option may indeed accelerate action to the point that all, or nearly all, the community colleges may opt to join the Regents system.

A major exception might be Johnson County Community College, which is well positioned to remain virtually independent if it chooses. However, attractive incentives may indeed lure even Johnson County to consider an appropriate merger.

"Merger" vs. "Takeover"

Not to be overlooked is utilizing the word "merger" rather than "being taken over." Many good ideas have been pronounced "dead on arrival" because of unacceptable language and inaccurate perception. Merger should be the choice word because it is less threatening and implies that each party will benefit from the "marriage."

Local Boards

Another very important consideration in merger negotiations involving the community colleges is that to make any suggestion that the boards of trustees or directors of the community colleges would be relegated to the role of advisory boards is sure to kill further positive movement.

The existing community college boards would and should remain strongly intact, with clarified roles of the Regents established vis-a-vis the local boards. The local boards are invaluable in every aspect of their very existence and for the well-being of the community colleges. If a good deal is proposed and made available to them, a win-win situation will result. This same principle applies to the AVTSs, although these institutions come in different forms and need to be recognized in that light. Some are already within a community college structure. Some wish to attain that status. And,

perhaps, some aspire to become free-standing technical colleges. The latter arrangement has proved to be successful in other states when proper arrangement, physical placement, and academic delivery systems are feasible. The free-standing technical college should not be dismissed, but rather studied as to its benefits and drawbacks on a case by case basis.

Redefining Vocational and Technical Education

Ideally, vocational education would be separated from technical education.

Vocational education would take place in the eleventh and twelfth grades, primarily, and would remain with the local school districts.

Technical education would apply to students starting with a high school diploma and entering a college for an appropriate technical or other degree. This could take place in a community college, technical college, or four-year college or university. It could take place within a college of technology for the first two years, culminating in an associate degree, with the option to go on to an appropriate four-year program. This might be a bachelor's degree in the same or another technological field, or a completely non-technical program.

In summary, Exhibit 1 portrays the governance of higher education as evolving with all of public higher education eventually coming under the general jurisdiction of the Regents, including the present Regents universities; the community colleges; the technical colleges, or schools, presently identified as AVTSs; and Washburn University.

Separating Vocational Education from Technical Education

With respect to the division of the AVTS, it would be optimal for the "area vocational technical schools" to cease to exist. Instead, they would become "area vocational schools," or simply "vocational schools." These schools would clearly be governed by a local school district board or, in some cases, jointly by two or more local boards.

As for inclusion of "technical schools" within AVTS terminology, each would have the option of remaining with a community college and being named the "technical division," or "technical school," or "technical programs" within a community college organizational structure.

Technical and Community Colleges

In some cases consideration may lean toward changing the name of the respective community college to the (name) "community and technical college" or "technical and community college." This may disrupt the overall identity of the present "system" of community colleges. Possible negative ramifications should be carefully considered before moving ahead. In any event, the "technical schools" title should be dropped entirely in the interest of consistency, continuity, and clarity, if technical college were selected as the name of the relevant institution.

"Schools" and "Colleges" of Technology

On the other hand, "colleges of technology," or "schools of technology" within four-year institutions are common and responsive to contemporary needs of the world of

technology, business, industry, and economic development. Where appropriate, these should be seriously considered, particularly to accommodate graduates with two-year associate degrees from technical education programs in "two on two" curricula, or other similar programming. Furthermore, four-year institutions should consider such programs where access to both two-year and four-year technical and technology programs is not available. There is a critical mass of potential students, and economic development needs exist for graduates of these programs.

Washburn University

Included in Alternative A: Governance Structure under the Kansas Board of Regents is Washburn University as a full-fledged member. This action is considered all but an inevitability, with certain conditions attached -- some, or all, of which are the subjects of present deliberations.

Washburn's contributions to higher education, the culture and well-being of Kansas, and particularly the Topeka area communities, are well established and should be built upon and strengthened. Its law school has a long and distinct reputation, similar to that of many urban law schools in the nation, particularly law schools located in state capitals. These law schools were (and still are) accessible to aspirants who could not attend law school in the "traditional" manner where matriculation and access were not as readily available.

Washburn's name and identity are important to its alumni and community, indeed, the State. It makes no sense whatsoever to tamper with these symbols of reality and pride.

The practical inclusion of Washburn into the Regents system should be based on how Washburn would fit; how it would relate to other institutions of higher education in the state, not only the Regents; and how it will contribute to the welfare of the state in its totality, including the city of Topeka.

Accordingly, Washburn should accomplish the following:

1. Retain its identity as Washburn University.

2. Retain its Law School.

3. Transfer and merge its graduate programs other than law with the Regents universities either individually or in a "Regents" or Topeka Graduate Center.

4. Streamline its undergraduate programs to become consistent with the Regents universities, again relinquishing certain programs to other institutions through transfer or merger.

5. Continue receiving assistance from taxation of the Topeka community for a time period consistent with the changing economy and availability of resources within the State of Kansas.

6. Plan to structure over time its tuition and other fees to come as closely as possible to the other state universities.

7. Be held strictly to the principle of unnecessary duplication, as the Regents universities.

8. Retain its board of trustees similar to that of Wichita State University's arrangement (unique for Kansas, but there are other precedents throughout the nation).

It should finally be determined that none of the Regents universities nor other institutions of public higher education in the State would adversely be affected by the inclusion of Washburn as a state university.

If during the development and preparation of the Master Plan, progress is made toward resolution of the inclusion of Washburn into the state system, that process should continue with the outcome possibly occurring before the completion of the Plan itself. This posture of not deferring action on every, or some, issue under consideration, and particularly viewed as priority items on an action agenda, is conducive to accelerating the formulation of the plan itself. It is likely that building confidence and credibility into the project, the institutions, and the individuals who are involved will also be realized.

Governance Alternative B:

Interlock the two existing boards, forming a joint committee which will be responsible for the governance of the community colleges and AVTSs which opt to join the Regents under enabling legislation. Include Washburn under the same conditions contained in Alternative A.

Although not as popular as Alternative A, interlocking of the two boards could be a compromise worth considering. The major impediment in arriving at this arrangement is amending the state's constitution, which, at best, is always difficult, and seldom achieved. If some alternative to amending the Constitution could be found, perhaps interlocking the two boards might indeed bring about desired change in governance and coordination.

The following is one approach to interlocking the boards:

Step 1: Give the Governor the authority to appoint two additional members to the Board of Regents. One member would always be a community college trustee. The second would always be a strongly qualified advocate of technical education, preferably a member of an AVTS board or advisory board.

Step 2: Despite the fact that the Kansas Board of Education is an elected board, give the Governor the authority to appoint an eleventh member to the KSBE who would already be a Regent and who would have expertise and familiarity in K-12, community college, and AVTS matters.

These two actions would now cause each board to be comprised of eleven members.

Step 3: Add the chairs of the Board of Regents and KSBE to the three new individuals (all separate, neither serving dual roles).

Formed as a committee, these five interlocking board members would have the major responsibility and authority to oversee the governance of the community colleges and the AVTS, as well as serving in a role of liaison between the two state boards.

A separate, highly qualified executive reporting to the five person committee, would be appointed to administer the affairs of the community colleges and AVTSs at the state level. This person would be equal in status to the executive director of the Regents and the commissioner of education insofar as authority is concerned.

The five member committee would rotate its chair on a term basis to be agreed upon between the chair of the Regents and the chair of the KSBE.

Assumed in Alternative B would be ongoing efforts in Master Planning, with the three executives rotating as directors of the Master Plan, being developed within an agreed upon time frame. Exhibit B portrays the organizational chart reflecting Alternative B.

Other structures of governance could be considered during formulation of the Master Plan for Higher Education. The two alternatives advanced here serve only as a point of departure toward the resolution of perhaps the most important decision to be made with respect to the future of higher education in Kansas.

The purpose of governance emerging as but one facet of the Master Plan for Higher Education is that it is taken in context and relationship to the comprehensive responsibilities, missions, and operational delivery systems inherently forthcoming from the Plan.

IX. Master Plans and the Planning Process

The term "Master Plan" has a number of meanings. To simplify its definition a Master Plan is a comprehensive preparation of a strategy necessitated by the desire to provide decision makers with information and data in order to make sound decisions in the short term as well as long range.

Often Master Plans are referred to only as "long range plans," confusing decision makers who have to make choices immediately and during the preparation of the plan itself. Thus, simply using the word "Plan" usually satisfies any application of the terminology.

Also, the words "strategic plan" have been adopted more recently because of the connotation that "strategy" puts a more serious, immediate, and decision making aura on the process and product which emerge.

However it is expressed, the need for Master Planning has never been more acute. The emphasis on a Master Plan in conjunction with addressing the issue of governance in higher education in Kansas, will more likely bring about a better understanding of its placement in context with the Plan.

What follows is a suggested approach in launching a Master Plan for higher education for the State of Kansas.

Suggested Master Plan Organizational Structure

First Steps: Establishing The Master Plan Steering Committee and The Co-Chairs of The Committee

It is essential that all constituents affected by higher education in the State of Kansas be involved in formulation of a Master Plan. The Regents executive director and the

commissioner of education for the State, the chief executive officers of the two boards, should meet at the outset with the chairs of both boards to begin discussing how such a planning organizational structure should be put together. It is suggested that the two chairs appoint themselves (ratified by their two boards) as co-chairs of the Master Planning Steering Committee to which the two chief executive officers and two additional board members, one from each board, would be appointed. This six-person steering committee would guide the overall development of the plan.

This arrangement is suggested because it gives the plan the authority, visibility, and priority status it needs to progress toward successful culmination. The plan should be the first item on the agenda of each meeting of the respective boards, seeking approvals for benchmark decisions along the continuum of the preparation of the plan. This is a key ingredient if the planning process is to be substantive, and if it is to be kept on a timetable that is deliberately and concisely established.

Appointing the Co-Directors of the Plan

A further organizational decision suggested is that the two chief executives of the Regents and KSBE be appointed co-directors of the Plan. This gives the Plan additional clout and priority. Outside consultants should be considered to assist in the formulation of the plan only in some specific aspects such as crafting financial program alternatives. It might be helpful to bring in some outside help in the form of individual professionals who have experience in directing Master Planning, but these consultants should not be held responsible for doing the work of the plan nor directing it. The large reservoir of professionals in the institutions of the state, including the presidents of the colleges and universities and the staffs of both boards, should be tapped to carry out necessary tasks, further insuring their being "vested" in the Plan.

Deciding the Major Parts of the Plan

Since the Master Plan will be comprehensive in scope, it is important to determine the major facets of the Plan and then how to organize those divisions with respect to leadership, personnel, and other considerations. What the colleges and universities are all about will determine these divisions, namely, academic programs, financing, physical facilities, human resources (including students, faculty, and staff), governance, community and public affairs, resource development, and whatever else is determined to be important by the steering committee.

After these divisions have been agreed upon, chairs should be selected to direct the work of committees to be appointed with such titles as "academic programs committee," "financing committee," and so on. Clearly, two important committees would concentrate on preparing the mission statements and the "status of higher education today." Chairs should be selected on the basis of expertise and position. Highly recommended is the appointment of co-chairs, matching board members with key professionals to maximize participation and decision making authority.

Suggested Scope of the Plan

The scope of the Plan, in order to be comprehensive, could follow the outline suggested below, adapted from two Oregon strategic plans developed and approved by the Oregon Board of Higher Education for the years 1983-87 and 1987-1993.

These plans were prepared by a board system responsible for eight colleges and universities, similar in many ways to the Kansas Board of Regents. It included the other major segments of education in the state. The plan and the organizational structure recommended for Kansas is more inclusive and would be more detailed.

Chapter 1

Mission Statements of the "Systems" (Regents universities, community colleges and AVTSs) as segments and how they relate to each other.

Guiding principles in implementing missions of each system.
Future directions of each system.

Missions of each institution (again, all the universities, community colleges and AVTSs individually).

Chapter 2

An Assessment of Each "System."
Overview of each system.

Major Needs of Each System During the Planning Period (This suggests a definite time frame for the Master Plan, such as four years).

Chapter 3

Strategic Planning and Assumptions About the Planning Period.
Relationship of Strategic Plan to Institutional Plans and Budgeting.
Planning Trends and Assumptions.

Chapter 4

Major Goals of Each Segment During Planning Period.

Chapter 5

Excellence in Higher Education (below are listed specific emphases the planners must determine are best for Kansas; Oregon's are listed)

Liberal Arts and Science Core
Foreign Language
Seminars
Functional Computer Literacy
Education/Work Relationships
Up-to-Date Equipment
Facilities
Technology in Curriculum and Instruction
Centers of Excellence
Faculty
Libraries
Teacher Education

Chapter 6

Access to Higher Education Opportunities
Informational Programs to Improve Access
Developmental Education
Distribution of Academic Programs
Missions and Standards
Tuition
Reciprocity with Other States
Financial Assistance Programs and Access for Special Populations
Advising
Outreach Through Instructional Television
Summer Session and Continuing Education

Chapter 7

Programs To Strengthen Kansas Economy
International Programs
Partnerships with Government, Business, and Industry
Executive Development Programs
Regional Services Institutes
Research

Chapter 8

The Coordination of Higher Education Programs
Cooperation Among the Segments (Regents universities, community colleges, AVTSs)
Cooperation with Independent Colleges
Cooperation with Other Educational Agencies

Chapter 9

Accountability of Higher Education Programs
Accreditation
Program Review
Faculty and Administrator Effectiveness
Graduation Competencies
Providing Cost Effective Management of Higher Education

Chapter 10

Summary of Recommendations

Other Major Issues for Kansas to Consider

Major issues with respect to Master Planning for Kansas that were not included in the outline above could be the topic of a special chapter, or separate chapters focusing only on those issues. Kansas, at this time, should consider the following:

1. Governance

2. Community College Funding

3. Washburn University

4. Redefining and Separating Vocational Education from Technical Education

Specific Legislation

Throughout the Plan, reference would be made to specific legislation needed to effectuate the goal and/or objective to be accomplished.

These specific legislative actions could be summarized in two places: 1) the summary itself, and/or 2) in a "special legislation" chapter where even draft legislation could be proposed, or specific facets of legislation could be recommended, so that legislators, their staffs, and others, could easily move from this document to actual drafting of a particular bill.

Advisory Committees for Major Segments

Specific advisory committees should be appointed to be certain that major segments of education are included substantively in the Plan. Separate advisory committees should be established for the Regents universities, the community colleges, the AVTS, the K-12 sector as it relates to higher education, the independent colleges and universities, Washburn University, and any other major constituency that is not adequately and appropriately represented.

Task Forces

In combination with the specific committee structure, task forces should be organized to take on even more specific areas of study and planning, such as those suggested in the above outline. These task forces would, in turn, report to the respective committee during the course of planning. The committees and task forces should have representation deemed most appropriate by the steering committee and the respective boards, after consultation with appropriate constituencies. These could include board members, presidents, other administrators, faculty, students, staff, community leaders, alumni, governmental, business and industry representatives, as well as others.

Goals and Objectives

From the start, separate goals and objectives should be determined. For purposes of communication, goals should be seen as general attainments and objectives should be more specific and time framed within the time period of the plan itself (one, two, up to four years). This approach sharpens the thought process and sets deadlines to avoid the ever constant criticisms of delay and procrastination which accompany planning. It also saves time and moves the planning process at a pace that can be viewed and felt as accomplishment. This reinforces the desire to be involved in the process until a successful conclusion. The approach helps individuals to be vested so that when the plan actually is implemented, the "number" of goals and objectives attained can be the evidence of follow through, accomplishment, and celebration.

Other Aspects to Consider in the Master Plan

This policy analysis, which is being referred to as a "Plan," is not intended to be a Master Plan, but rather suggests the necessity of a Master Plan, and an organizational

structure of a Master Plan as points of departure.

Other issues and concerns may be addressed in the plan different from those in the suggested outline. Additions and deletions are expected since Kansas, like each of the states, is unique and has its own special concerns and needs. The Master Plan Steering Committee should determine which other issues might be considered in consultation with their respective boards and constituencies before commencing with the planning process. It should remain flexible to add, delete, or make modifications during the progress of the plan.

Action Agenda

It is recommended that the policy and decision makers for Kansas higher education adopt an action agenda immediately at the outset of the 1994 Legislative Session to continue the momentum that exists with respect to advancing this Plan.

Immediately upon the January 1994 formal announcement of this Plan to the Legislature, the Governor, the Board of Regents and the Board of Education the following, specific actions and timetable should be considered, with those responsible for initiating action indicated in parentheses:

January 1994:	Announcement of this Plan at meetings of the Board of Regents, LEPC, and house/senate education committees.
February 1994:	Introduction of enabling legislation to permit community colleges and AVTSs to join the Board of Regents (sponsor to be selected).
February 1994:	Agreement by the Board of Regents and KSBE to proceed with development of a Master Plan for higher education (LEPC support).
March 1994:	Development of organizational structure to carry out Master Plan (steering committee; both boards); enabling legislation adopted.
April 1994:	Formal launching of Master Plan development, including legislation for restructured governance (co directors of Plan).
May 1995:	Approval of Master Plan by Board of Regents and KSBE including governance restructuring; governance bill passes (Legislature).
July 1995:	Begin to implement Master Plan Years 1995-1999 under new governance structure (co-directors).
July 1998:	Begin process for Master Plan Years 1999-2003 including evaluation of 1995-1999 Plan (co-directors).
May 1999:	Approval of Master Plan Years 1999-2003 (both boards).
July 1999:	Begin to implement Master Plan Years 1999-2003 (co-directors).

X. Summary

This policy analysis focused on the governance of higher education in the State of Kansas. It began in September of 1993 and was completed in time to be considered by appropriate decision-makers beginning January 1994.

After an extensive review of the literature both inside the State of Kansas and nationally, as well as conducting over twenty-five interviews on an individual basis with key persons involved in higher education, it was concluded that there is indeed a need to restructure the governance of higher education in Kansas. It also was concluded that the state lacks enabling legislation to permit an evolutionary change in the structure, particularly for community colleges and AVTSs, to determine their own destinies insofar as possible. A

enabling legislation to permit an evolutionary change in the structure, particularly for community colleges and AVTSs, to determine their own destinies insofar as possible. A major theme emerged from the study: the absence of a Master Plan and the consensus that one is needed in Kansas for all of education.

In order to focus more sharply on the most immediate needs, it was concluded that the Master Plan was most needed in higher education, with a corollary need for redefining AVTSs, separating vocational from technical education, and precisely delineating higher education from elementary and secondary education.

It was recommended that a Master Plan for higher education be launched immediately; that enabling legislation be enacted; that current legislation being crafted not be delayed from moving forward; and that consideration within the Master Plan be given to two alternative choices for a new governance structure for higher education in Kansas, while at the same time exploring other, perhaps more responsive alternatives. An action agenda with a specific timetable was recommended to insure viability and continuing momentum toward realization of the major goals advocated by the Plan.

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XII. Exhibits

EXHIBIT A

ALTERNATIVE A: GOVERNANCE STRUCTURE FOR HIGHER EDUCATION IN THE STATE OF KANSAS

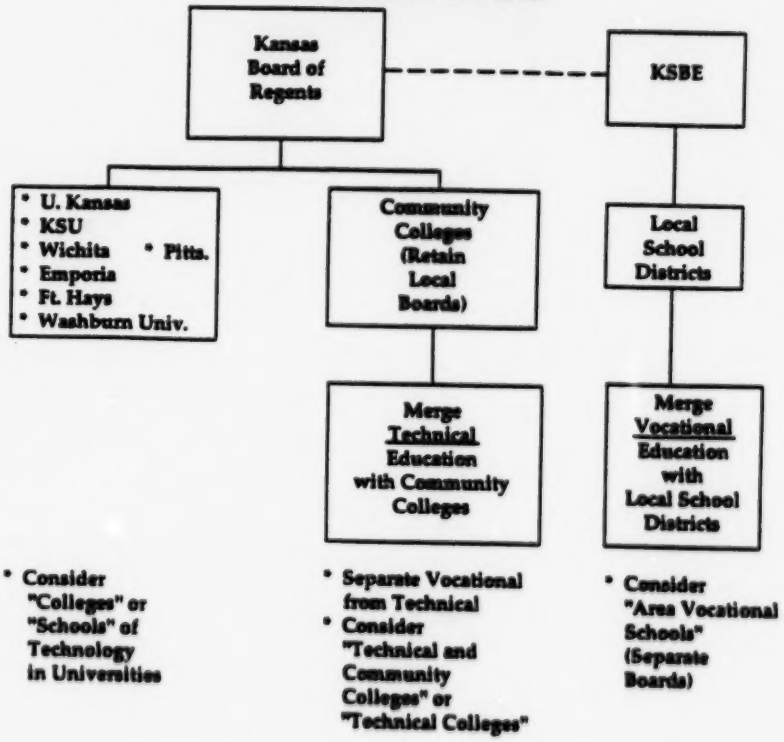
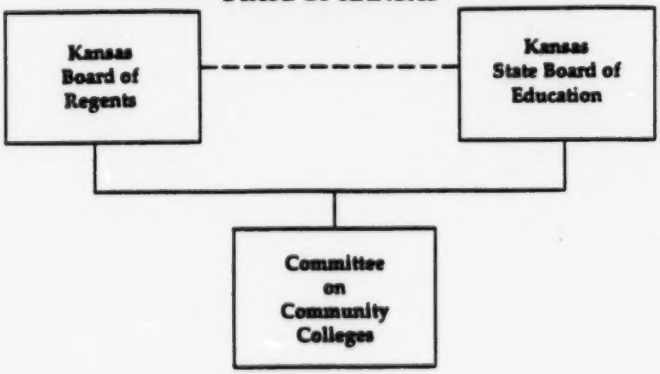

Kansas Board of Regents
KSBE
• U. Kansas
• KSU
• Wichita
• Pitts.
• Emporia
• Ft. Hays
• Washburn Univ.
Community Colleges (Retain Local Boards)
Local School Districts
Merge Technical Education with Community Colleges
Merge Vocational Education with Local School Districts
• Consider "Colleges" or "Schools" of Technology in Universities
• Separate Vocational from Technical
• Consider "Technical and Community Colleges" or "Technical Colleges"
• Consider "Area Vocational Schools" (Separate Boards)

EXHIBIT B

ALTERNATIVE B: GOVERNANCE STRUCTURE FOR HIGHER EDUCATION IN THE STATE OF KANSAS



- 9 Members Presently
- Add 2 new members (Appointed by Govr.)
  - 1 Community College Sitting Board Member
  - 1 AVTS Board Member or Advocate
- (New Total: 11 Members)

- (2: New Regents)
  1: Regent on KSBE
  2: Chairs of each Board
- (Total: 5 Members)

- Staff: Executive Director for Community Colleges (New)

- 10 members presently (elected)
- Add 1 member from Regents (Appointed by Govr.)
- (New Total: 11 members)

EXHIBIT C

MASTER PLAN FOR HIGHER EDUCATION IN KANSAS ORGANIZATIONAL STRUCTURE

- Special Committees (Identify, Define)
- Task Forces (Detail, Define)
- Individual Institutions: (Each developing Comprehensive Master Plan)
  - Universities
  - Community Colleges
  - AVTSs
  - Washburn University
  - Independent Colleges and Universities
  - Other

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